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AUTHOR Jenkins, Hugh M.
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ABSTRACT

The Donor Agencies Workshop involved individuals from a wide range of academic disciplines and other fields that helped develop the expertise of foreign students, scholars, and trainees to increase the educational and economic resources of their home countries. This report presents the remarks made by the 47 workshop participants concerning: (1) the programs themselves including selection and placement of participants, program evaluation, the number of female participants, and spouses accompanying participants; (2) fiscal concerns such as taxes, health insurance, and other costs; (3) the quality of outside classroom programs and activities; and (4) future trends and developments in foreign student education and training. Participant assessments of the program are provided including the identification of areas needing further attention such as practical training, program administration, improving communication, reentry program development, and immigration matters. A list of participants and their addresses is provided. (GLR)

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THE ROLE OF DONOR AGENCIES IN INTERNATIONAL EDUCATION AND TRAINING

Hugh M. Jenkins

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Report on a workshop presented by the Office of International Training of the United States Agency for International Development and the National Association for Foreign Student Affairs

April 7, 1989
Washington, DC

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This report presents the remarks of the workshop participants (see Workshop Participants) rearranged to present an orderly account of the proceedings. Although no individual attributions are made, the writer wishes to acknowledge, with grateful appreciation, that the report is the product of all these participants. Any errors resulting from the rearrangement of the material are the responsibility of the reporter.

Hugh M. Jenkins
Fall 1989

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INTRODUCTION

The Donor Agencies Workshop was a day-long meeting jointly sponsored by the Office of International Training of the Agency for International Development (A.I.D.) and the National Association for Foreign Student Affairs (NAFSA). The A.I.D. office has a major investment in programs designed for the development of human resources, and NAFSA numbers among its members those who administer grants and scholarships in the field of international exchange and development education. The workshop was organized by the NAFSA/ A.I.D. Committee, which has for more than 25 years conducted workshops and seminars to illuminate different aspects of education for international development.

"The NAFSA/A.I.D. Committee . . . has for more than 25 years conducted workshops and seminars."

The workshop assembled individuals from a wide range of academic disciplines and other fields who administer grants and

scholarships and operate programs that help develop the expertise of students, scholars, and trainees to increase the educational and economic resources of their home countries. (A description of the various roles in the process appears in *Principles for the Administration of Sponsored Student Programs*, NAFSA, 1986.) It was the first time such a group had come together.

A.I.D., as a major source of scholarship and grant funding, communicates regularly with other organizations and agencies engaged in similar programs. The agency operates as a field-oriented, decentralized organization, with 78 missions around the world. While recognizing the resulting flexibility to be a source of great strength, the agency is also aware of the need to place in a wider perspective the concerns and priorities of the home countries (who are partners in the development activity) and of the individual program participants. The NAFSA/A.I.D. workshop, in which representatives from donor agencies could gather to compare and evaluate different aspects of their training and educational programs, was designed to meet this need. Such a forum would help to identify problem areas where policies might diverge, assess the implications of changing needs and opportunities and explore their potential impact on programs, and determine the need for new policies and practices in program management.

"The NAFSA/ A.I.D. workshop [was designed for] representatives from donor agencies . . . to compare and evaluate different aspects of their training and educational programs."

The Donor Agencies Workshop drew 47 participants, including representatives from A.I.D. and other U.S. government departments, from international agencies, foundations, development banks, and universities, and from NAFSA and related groups. Together, they provided a sweeping review of the programs, the sources and use of funds, the particular goals and ways taken to achieve them, and the constraints encountered in the various fields of study and levels of training, both in binational exchanges and through the use of third-country programs.

"Donor agencies" include both those that provide funds to be distributed and those that manage funds entrusted to them by other sources. The former include such organizations as the Ford Foundation, the World Health Organization, and the National Science Foundation; among the latter are the Institute of International Education, the African-American Institute, and the Asia Foundation. Information gathered from a preworkshop questionnaire shows these agencies to be a very diverse group. They represent both the public and private sectors, work at both national and international levels, and receive their support from both religious and secular sources. They administer grants covering every kind of educational and training opportunity: nondegree study; undergraduate, graduate, and postdoctoral study and research; short-term training programs; and study tours and international visits. Their responses suggest the agencies primarily administer or fund grants for short-term study and training programs, followed by programs for graduate study or research and, finally, for study at the undergraduate level.

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THE PROGRAMS

Selection and Placement

Operating agencies weigh a number of factors when selecting participants for different kinds of training programs. The comparative values and costs of short-term and long-term programs must be assessed. The goals sought through each kind of program must be defined, and interim reviews established. Numerous questions arise in dealing with a university: what kind of access does an agency have, what are the school's reporting procedures, what services are expected and received? The quality of a participant's experience is equally important: what is the value in the home country of the degree earned, what are the personal and academic gains of the participants, how does all this fit into the development training programs? These programmatic concerns provided the framework for much discussion during the workshop.

"Operating agencies weigh a number of factors when selecting participants for different kinds of training programs."

"Most donor agencies report that changes in individual programs are generally discouraged or prohibited."

Control.

Because most training programs are part of a more comprehensive development project, the progress of each participant must be carefully planned and monitored. Most donor agencies report that changes in individual programs are generally discouraged or prohibited. Some flexibility exists regarding requests for a change in school, and requests for extension of study are sometimes honored, although this is subject to the approval of both the donor and the program administrators. To avoid excessive prolongation of the study period, enrollment for an additional degree is discouraged, even when alternative funding is available.

Cooperation.

Program planning, participant selection, and placement require close cooperation between the home country, the donor agency, and the educational institution or training resource. Donor agencies regard their relationship with a university to be a matter of mutual confidence deriving from past experience. Where this confidence exists, universities will respond quickly and for the most part positively to requests for the admission of candidates whom they know to have been carefully selected, and agencies find that universities will either provide the program required or suggest alternative resources.

Third-Country Programs.

A number of agencies place their participants in third-country programs. This practice may be determined by an agency's source of funding (international organizations, such as those related to the United Nations, maintain worldwide training and fellowship programs), or it may result from an agency's own international affiliations. When an appropriate institutional resource is available, agencies will place students in third-country programs as the most culturally compatible and cost-effective means of providing education or training. Discussants agreed that an international exchange of information on third-country programming would benefit all agencies involved in development training.

Duration of Programs.

Donor agencies are increasingly concerned about the widespread increase in time, and consequently required funds, necessary to obtain an academic degree. A number of agencies have begun to prescribe limits for particular programs—one year for special study related to a specific problem, two or three years for a master's degree, four or five years for a doctorate. Because these somewhat arbitrary limits can be affected by practical considerations, such as the fact that the recognition of a degree in the home country may be conditional upon the length of study involved or by individual performance, some participants questioned their feasibility. Still, budgetary estimates must be made, and subsequent adjustments are always difficult and often impossible unless alternative funding is secured. Careful assessment and prior consultation must continue to determine the duration of individual programs in order to eliminate so far as possible the disruption of both timetables and project budgets.

Participants learned of a recently completed A.I.D. study on the duration of academic training programs for A.I.D.-sponsored students by discipline, degree objective, country, and region over the period 1980-1987. The soon-to-be-released study will provide information on how much time such educational programs actually require, taking into account selection and the design of the study program.

Short-term versus Long-term Programs.

Short-term training programs, where appropriate, are an increasingly attractive response to the rising cost of international education and training. Sponsoring an educational program leading to a doctor's or master's degree is enormously costly simply because it involves maintaining the participant for a lengthy period. A.I.D. programs over the past five years reflect a fairly equal division between academic and technical programs, with no discernible trend in either direction, but the current emphasis is certainly on brevity, with its consequent economy. In determining program length, agencies note that a relatively brief interruption in the professional or administrative duties of the participant is more attractive to home-country authorities, especially in countries having a fairly well developed educational system. Short-term programs are also much easier to manage, and can encompass a wider range of participants: the problem of language, for example, can be eliminated, because training is provided in the participant's own language or with the use of escort interpreters.

"A.I.D. programs over the past five years reflect a fairly equal division between academic and technical programs."

Evaluation

"Most donor agencies do not systematically evaluate the effectiveness of their U.S. training activities."

Most donor agencies do not systematically evaluate the effectiveness of their U.S. training activities. A number of studies were cited that examine the validity of various training programs both in the United States and in other countries. These studies provide ample evidence of the immediate and long-term value of such evaluation.

AMIDEAST regularly distributes questionnaires to their participants on arrival, upon completion of their program, and four years after they have returned to the home country. As a result, AMIDEAST can make continuing improvements to its programs. The AMIDEAST videotape "Where Will I Live?" is a direct response to participants' having reported difficulty in finding suitable housing.

Winrock International referred to the work done over the past 25 years by foundations and A.I.D. to develop indigenous educational resources in different fields of study. The results of the development process in India, for example, provide ample evidence of the tremendous impact that investments made in the 1950s and the 1960s have had, not only on the universities included in the original programs but also through them upon newer institutions. Two illustrative reports currently available from Winrock are *Building National Capacity in the Social Sciences—Insights from Experience in Asia,* by Abe Weisblat and Bryant Kearl (Winrock International Working Paper Number 1, August 1988), and *Report of Internal Evaluation—Forestry Education Sub-Project,* by Sarah T. Warren (Winrock International, September 1988).

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Workshop participants learned of a comprehensive examination of university development in developing countries that has been conducted by A.I.D. over the past two years. Eight individual country evaluations undergird the primary reason why A.I.D. engages in educational development programs. Currently available from the series is *University for Development: Report of the Joint Indo-U.S. Impact Evaluation of the Indian Agricultural Universities* (A.I.D. Project Impact Evaluation Report Number 68, September 1988). Information about this and other reports in the series may be obtained from the A.I.D. Document and Information Handling Facility, 7222 47th Street, Suite 100, Chevy Chase, MD 20815.

Participants agreed that acquiring more pertinent information from their programs was desirable. The inclusion of questionnaires at particular points in the administration of the study program can provide, at relatively no extra cost, a continuing record of the progress and the problems encountered by participants. Research now done in isolation by different donor agencies could be significantly enhanced if such projects were conducted as a cooperative effort. A body of fugitive material must exist in the files and records of each agency that could provide useful information. Information obtained from other sources, such as engineering societies, might also make a valuable contribution to the store of knowledge available to the donor agencies as they seek to evaluate and improve their programs.

Women Participants

Responses to the preworkshop questionnaire showed no commom policy about the participation of women. Some agencies award grants only to women, or only to men, and others allocate fairly equally between the two. Statistics show the ratio of participation ranges from 60 to 80 percent men to 20 to 40 percent women. Comments suggest a discernible trend towards an increase in the number of women participants, and a survey taken in the near future would presumably show different results.

To what extent is gender a factor in selection? What criteria are used to determine male or female participation? Do quotas or affirmative action policies exist? Discussion of these questions shows that a number of other factors clearly take priority over the issue of gender in selecting participants. The goals of the donor agency and the type of program used to achieve them, the status of women in the countries and the institutions within those countries where the agency is working, the field of study that is the focus of interest—all of these considerations affect, and may even preclude, the participation of women. Oftentimes women are simply not represented in the group from which the participants will be selected. The target group for many short-term programs in particular is predominantly male.

Agencies administering a number of programs on behalf of different donors report that some donors attempt to increase participation, while others base selection solely on academic qualifications. Donors could increase female participation by selecting more programs that affect the current role of women in the country where the agency is working.

"Donors could increase female participation by selecting more programs that affect the current role of women in the country where the agency is working."

Language requirements can sometimes affect the balance of men and women. In Thailand, for example, where women find it easier than men to learn English, there is a fairly high percentage (47.5%) of women in programs in the United States. In other countries, such as Yemen, where because of cultural patterns women have no easy access to in-country English language instruction, the participation of women in U.S. programs is very limited.

Discussants generally agreed that placing women in programs does not pose particular problems; the primary concern, as with all participants, is to find the most appropriate educational program in the desired field of study.

Spouses

Donor agencies will frequently arrange for a J-2 visa to enable spouses to accompany participants. About half will arrange for insurance coverage (although this may be at the expense of the grantee); only two offer any educational support or English language training for the spouses of their participants.

"Agency practices raise some basic questions about . . . the goals of the programs and the interests of the participants."

These practices raise some basic questions about the relationship between the goals of the programs and the interests of the participants. The donor agency focuses on achieving defined program goals, and considerations of cost generally proscribe extra expenditures on spouse and family. The accompaniment of the spouse and family is generally deemed to be the financial responsibility of the participant. In practice, this means that very few grantees are accompanied by their spouses and even fewer by their families.

University officials report separation from spouse and family to be a pervasive problem among married participants, especially among professionals and those in midcareer. Most find it very difficult to adjust to the separation, and even those who have managed to bring their spouses with them may be distracted from the primary purpose of their stay in the United States if the needs and interests of the spouse and family are not taken care of adequately. Participants noted that spouses' experiences can be enriched through programs offering an outlet for particular talents, opportunities for voluntary service, or occasions when spouses can discuss their mutual concerns and common problems.

Workshop participants agreed that the problem of separation of families and the role of the spouse during the period of training are matters of unfinished business calling for further examination.

FISCAL CONCERNS

Costs

Donor agencies attempt to provide individual grantees with necessary support while distributing funds to as many participants as possible. Since program participants communicate very actively among themselves, the agencies present at the workshop felt that greater exchange of budgetary information and differences in payment practices could reduce confusion and dissatisfaction.

Selecting the host country has an important bearing on cost. Economic considerations include proximity, language, and currency exchange rate. Cost of living expenses and tuition constitute, in that order, the major budget items in all the programs.

"Selecting the host country has an important bearing on cost."

Most donor agencies allocate the cost of living in the United States through information supplied by such national agencies as A.I.D. and the Institute of International Education, often supplemented by the advice of the foreign student advisers at educational institutions. For other host countries, information is generally sought from an embassy. Most agencies pay full tuition costs, although some impose upper limits. All tend to avoid institutions having very high tuition rates, and seek to foster competition among institutions that have a special interest to enroll foreign students and scholars.

Monetary provisions vary greatly among donors. Allowances are provided for books, dissertation and thesis expenses, costs of research, conference attendance, professional memberships, and in-country travel. Some even provide for arrival and departure expenses. Since most believe that English language training should be completed in the home country, funds for English instruction in the United States are often withheld. Language instruction is very expensive, and donors also feel that initial inadequacy in the language of instruction increases the risk of failure.

"Participants in midcareer who have become accustomed to the privileges and perquisites of professional status at home present a special challenge."

Participants in midcareer who have become accustomed to the privileges and perquisites of professional status at home present a special challenge. Adjustment to student status is especially difficult when it involves dormitory accommodations—a problem that can sometimes jeopardize the success of the academic program. Some grantees also find it difficult to live within their allotted means, and many discussants felt orientation programs should include sessions on budget planning. A number of cost-saving devices were mentioned; among them were third-country

programs, home-country research alternatives, and developing home-country facilities for English instruction.

Since the program goal is to provide manpower for educational and economic development rather than equality of educational opportunity, donor agencies generally allow grantees to supplement their income with private or personal funds. Grantees may seek funds from their host university or from other sources, providing these are compatible with the primary purpose of the educational or training program, and may seek campus employment. These additional funds are sometimes merged into the program budget on cost-sharing grants with affiliated universities; alternatively, university grants can be included in the calculation of the amount provided for tuition.

Because inflation rates and the availability of resources are always subject to change, allocating funds and planning budgets require constant review. A.I.D. has prepared a Training Cost Analysis that other donor agencies will find a very useful tool in their financial planning.

Health Insurance

Illness or accident can present a major financial problem, especially in the United States where medical costs are extremely high. Health insurance is therefore a critical element in program planning. All donor agencies make some provision for this, but the amounts vary greatly: annual premiums range from $200 to $1,200, and coverage ranges from $10,000 to $250,000. Based upon the figures reported, average annual premiums cost $300, and coverage is in the $35,000-$50,000 range (with a deductible of $100 or less). Premiums are determined by the age of the insured person, the amount of the deductible, the extent of the coverage, and whether preexisting conditions are included in the coverage.

Donor agencies use three types of insurance coverage. Some utilize large national programs, such as Blue Cross/Blue Shield. Others prefer self-insurance, in which participants are reimbursed for their actual expenses. Others obtain insurance through brokers who specialize in covering the needs of foreign students, scholars, and visitors. Hinchcliff International, Inc. and International Underwriters and Brokers, Inc. are examples of such brokers. Because the large foreign student population in this country provides a competitive market, policies are offered by such companies at very reasonable rates.

All agencies agreed that providing health insurance is essential. Agencies that offer insurance directly and determine costs and relative coverage were especially concerned with the issues of monitoring and AIDS.

"All agencies agreed that providing health insurance is essential."

Monitoring.

Participants who arrange for insurance, whether or not the cost is reimbursed by the donor agency, need to make certain the period of coverage includes the full duration of sponsorship by the agency and is renewed in a timely fashion. This is true even when required insurance is provided through the host educational institution.

Participants took note of questions that have been raised about institutions' restricting requirements for medical insurance to foreign students, which may be discriminatory. Further, institutions receiving federal funds (excepting some religious institutions) may not discriminate on the basis of sex or race, and must therefore include maternity benefits in their health insurance plans. While the vast majority of program participants at present are males, and predeparture medical examinations can screen pregnant females, the issue of medical coverage for pregnancy costs has arisen.

AIDS.

The urgent question of AIDS, and its impact on the insurance coverage for participants in international educational and training programs, is a problem for which there is at present no clear resolution. Several cases of AIDS among the participants in the United States were reported, and the resulting medical expenses were extremely heavy. While the only real protection from this liability is preclusion,

making the acceptance of participants conditional upon an examination for AIDS presents a number of difficulties. Although mandatory screening is employed by such organizations as the Peace Corps for its volunteers and the Immigration and Naturalization Service with prospective immigrants, this practice is not yet free of legal entanglements—especially in those programs where the home-country government is a partner. Furthermore, questions still arise regarding the validity of the tests.

Participants noted that while AIDS is particularly devastating, the problem of infectious diseases has a wider significance, with tuberculosis being encountered among foreign students in U.S. colleges and universities. The only insurance remedy at this time is early detection, with appropriate measures on an individual basis.

Taxes

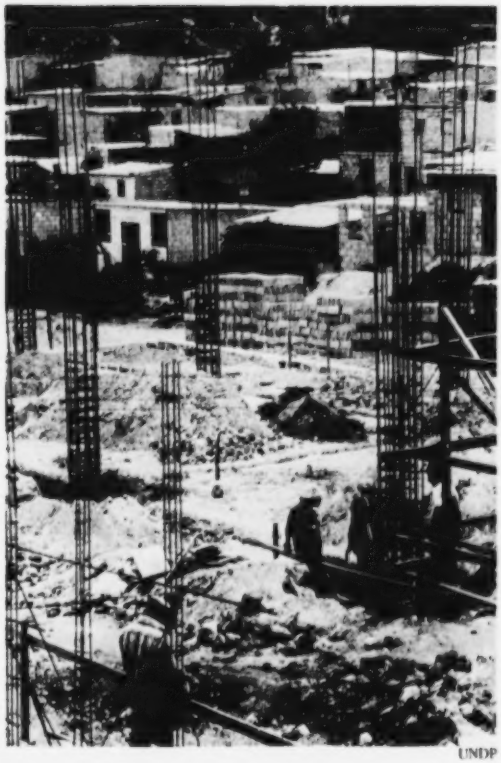
"Virtually all donor agencies are affected by the Tax Reform Act of 1986."

Virtually all donor agencies are affected by the Tax Reform Act of 1986. Apart from imposing new tax burdens, the regulations have adversely affected international educational and training programs in at least three important ways:

- Donor agencies must compensate participants for tax payments in order to maintain the same level of allowances, which increases grant amounts and thus diminishes the number of participants who can be sponsored. Agencies with programs in numerous host countries indicated a possible reduction in the number of U.S.-based programs may result.
- Ensuring proper compliance with the law is costly in terms of both staff time and legal fees.
- Explaining the regulations to participants and assisting them through the required paperwork is both confusing and time-consuming.

In discussing the significance of the act—what it does, what it costs, and what may be expected in the future—participants were referred to a paper prepared by the Liaison Group for International Educational Exchange (available from the Liaison Group, 1825 Eye Street, N.W., Suite 475, Washington, DC 20006). This paper explains the impact of the Tax Reform Act on foreign students, scholars, and others coming to the United States on non-immigrant educational visas. Because of the complexity of the law, however, donor agencies should consult professionals familiar with non-resident alien taxation before filing tax returns.

According to the Liaison Group paper, the act imposes federal taxes on a large portion of scholarship funds, both domestic and foreign, that were previously exempt. The legislation, which attempts to achieve an overall equalization of tax burdens, intends to eliminate the unfair advantage to those students and scholars who enjoy non-taxable scholarship funds over those who, by working their way through college, must pay taxes on money earned to meet their educational expenses. This entirely reasonable attempt at parity was to some extent negated because the new law failed to take into account existing tax requirements that apply only to non-U.S. citizens. These include, most importantly, the differential in standard deductions and exemptions allowed to U.S. and non-U.S. citizens, which greatly increases the effective level of taxation for non-citizens.



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Discussion at the workshop centered on five specific aspects of the new tax requirements.

1. The definition of degree candidates and nondegree candidates grows in importance, as the law distinguishes between the tax status of each category. Portions of the scholarships for degree candidates are not subject to taxation; the scholarships of nondegree candidates are fully taxable. This distinction is based on a special definition, included in the legislation, whereby the nature of the institution and the educational program are the major criteria. Thus, individuals who are not considered to be degree candidates by their institution may nonetheless qualify as degree candidates for tax purposes.

2. The definition of a scholarship has also become more precise. The term broadly includes any amounts paid to an individual to aid in the pursuit of study or research, including tuition waivers or fee reductions that are not paid to the recipient but decrease the cost of the student's educational program. Benefits provided for scholarship recipients, such as travel tickets, are also to be included. Scholarships that require specific services on the part of the participant, however, such as teaching or research assistance, are considered to be "compensation for services" and are dealt with separately in the regulations.

"The definition of a scholarship has become more precise."

3. The portion of a degree candidate's scholarship that is not taxable is limited to the amounts used for "qualified tuition and related expenses." These latter expenses include payments that an educational institution requires of all students to participate in the specific course of study (for example, required books, lab fees, and equipment). Portions of grants provided for room, board, travel, and "incidental expenses" are all considered to be taxable income.

4. The law distinguishes between resident aliens, who are subject to the same tax rules as U.S. citizens and must pay tax on all income from foreign or United States sources, and nonresident aliens, who pay taxes only on what is determined to be "U.S.-source" income. The determination of what income is from U.S. sources is one of the more complex aspects of the new tax policy.

5. While no withholding requirements apply to scholarships awarded to U.S. citizens and resident aliens, portions of the grants made to foreign students and scholars who are on nonimmigrant visas must be withheld by the sponsor and paid directly to the IRS. The amount to be withheld was originally fixed at the flat rate of 14 percent for degree candidates and 30 percent for nondegree candidates, but has been modified to decrease the standard withholding level for most nondegree candidates to 14 percent. The IRS has also offered an option through which withholding can be adjusted to approximate actual tax liability. In order to obtain this option, recipients of scholarships must complete an IRS Form W-4. The sponsor then uses this completed form as a basis to modify the withholding rate.

"A number of areas in which the new taxation law requires clarification or amendment were noted."

Discussants noted a number of areas in which the new taxation law requires clarification or amendment; the Liaison Group and others in the higher education community are seeking revisions in the law. Some participants reported concern within Congress over the foreign policy implications of the current scholarship tax regulations. Attention there is being directed to the law's impact on foreign scholarship programs, which may result in participants being sent to destinations other than the United States, and on the programs provided by elements of the U.S. government itself, such as A.I.D. and the United States Information Agency, where the new taxation requirements severely drain funds appropriated for these activities.

Donor agencies must ensure that participants in their programs comply with current tax requirements: the Tax Code imposes financial and criminal penalties on organizations that fail to fulfill necessary requirements. In addition, participants can be refused a "sailing permit" and thereby denied permission to leave the country at the end of their period of study or training.

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OUTSIDE THE CLASSROOM

Because participants in educational programs spend proportionately little time in classes, the overall success of their program depends on the quality of their experiences both inside and outside the classroom. Success rests on the feelings of students about what is happening to them, and this subjective reaction will be affected in a number of ways. To achieve success, a program must include orientation that assists students' initial adjustment to life and study in a strange country, guidance and counsel on how to develop relationships and participate in the life of their new community, and assistance in readjusting to their homelands.

"Success rests on the feelings of students about what is happening to them, and this subjective reaction will be affected in a number of ways."

Orientation

Some donor agencies provide orientation upon their participants' arrival in the United States. (For example, about 850 A.I.D.-sponsored students attend an orientation program each year at Meridian House in Washington, D.C.) Some agencies also provide programs in the home country prior to departure. One of the more comprehensive programs is provided by the Aramco Services Company. A one-day program in Saudi Arabia is followed by a three-day program in Houston before the students are dispersed to their respective universities. The orientation is illustrated by films and practical sessions, and addresses such topics as the purpose and expectations of the educational or training program, immigration and passport regulations, higher education in the United States, the degree plan for each student and strategies for academic success, and information about life in the United States—cultural patterns, personal relationships, and legal rights and responsibilities. A computerized monitoring and advisory service enables the ASC to assist participants throughout their academic stay. The Aramco orientation program and a detailed orientation outline produced by AMIDEAST are two very useful guides in planning orientation.

"The Aramco orientation program and a detailed orientation outline produced by AMIDEAST are two very useful guides in planning orientation."

Workshop participants agreed that an effective orientation program must include sessions that deal with the crosscultural experience as well as those that relate specifically to the participants' education or training program. Their discussion focused on several specific points:

Function.
Orientation can begin prior to the actual start of an individual's educational or training program, as prospective candidates are interviewed and advised about fields of study and options and opportunities are outlined to them.

Site.
Because most participants are keen to become acquainted with their host institution's environment and community when they arrive, agencies can arrange for their students to participate in the institution's own orientation program as it relates specifically to living conditions, facilities, and regulations.

Foreign Student Advisers.
Since these advisers will play an important role in the life of the student, they can be invited to participate in the agency's orientation program, affording an early opportunity to meet the participants, learn more about the program, and become acquainted with the home country of the foreign student.

Content.

Agencies had many suggestions about the content of the orientation. These included logistics, explanations of the roles of key participants (such as the donor agency and the foreign student adviser), registration materials and procedures, course catalogues, and information on campus safety. Many stressed that orientation must encompass a number of different levels of sophistication, since students from some developing countries will be completely unfamiliar with such mundane yet necessary tasks as cashing checks.

Timing.

Upon arrival, participants are engaged in learning many new things, and face a daily adjustment to an entirely new experience. Intensive orientation at such time may simply add to a newcomer's confusion. Some universities, therefore, provide orientation on a continuing basis for an extended time after arrival.

Discussants agreed that both the content and timing of orientation are topics that need continuing study.

Enrichment Programs

Donor agencies show some ambivalence regarding the participation of their grantees in those activities outside the classroom that are described as enrichment programs. About half the agencies had no position on the matter, leaving it to the participants to decide whether to become involved. Nearly one third reported that fewer than 10 percent of their participants engaged in these programs, while another third stated that over 75 percent of their participants were involved.

Four types of activity were listed on the questionnaire: university clubs or societies, host family programs, speaking engagements, and participation in local community or trade organizations. The two eliciting the most positive response from the agencies were host family programs and speaking engagements. Only two programs evoked specifically negative reactions. One agency discouraged their grantees from taking speaking engagements, and two agencies were not in favor of grantees participating in local community or trade organizations.

Some agencies give a high priority to the development of channels of communication between their participants and fellow students on campus and members of the local community. Especially for students who come from countries at a critical stage in their national development or those who are refugees from some oppressive regime, such involvement is seen by agencies as part of the particular educational experience they wish to provide. In such circumstances, the participants are seen as spokespersons for their country, and often have a strong sense of commitment to their homeland. Some are also instrumental in helping to raise the funds needed by the donor agency to maintain their programs.

"Some agencies give a high priority to the development of channels of communication between their participants and fellow students on campus and members of the local community."

These particular participants are often to some extent self-selected individuals who, because of their ability and dedication, are natural leaders in activities that involve reaching out to their fellow students and to the community. In contrast, agencies recognize that some participants simply do not enjoy these ventures into the life of the community. Furthermore, those engaged in a doctoral or postdoctoral study or research tend to be fully occupied with their work and professional relationships, leaving little time for other activities.

Enrichment programs help participants to place their instructional experiences in the context of the differing cultural values of host and home countries, and to recognize the cultural patterns that differentiate one from the other. A review of these programs demonstrated the rich variety of experiences available to foreign students and scholars in the United States. In addition to campus opportunities, a national network of community organizations provides services and programs for foreign students. Home hospitality programs are among the most prolific, effective activities, especially as they often lead to continuing relationships between the student and the host family. Other offerings include seminars, visits to farms and industries, relationships with professional organizations, and participation in ongoing community-service activities. Many organizations, seeing a reciprocal benefit in the presence of foreign students in their community, consider the students an invaluable resource for education and enlightenment. Students are frequently asked to participate in various international events and to speak in public-school classrooms about their home countries.

"Many organizations . . . consider the students an invaluable resource."

There are a number of sources of enrichment programs. The National Council for International Visitors, which has 103 chapters across the country, is available as a resource for "Experience America" involvement, and offers A.I.D. participants professional and cultural programming at its annual midwinter seminars. The Fulbright Program arranges a variety of regional activities in conjunction with the Institute of International Education, including seminars and lectures in which the Fulbright students and scholars serve as resource persons.

The Community Section of the National Association for Foreign Student Affairs, representing campus and community groups across the United States, has accumulated vast resources of knowledge and experience in this field. It can provide handbooks and pamphlets on ways to organize community activities for foreign students, and has a consultation service to offer professional advice. Funding for enrichment programs (especially those that are innovative) may be obtained by submitting a proposal to NAFSA's Cooperative Grants Program, which is financially supported by USIA.

Donor agencies that actively promote enrichment programs consider them extremely worthwhile, and report that grantees who participate in them greatly appreciate this additional dimension in their educational and training programs.

Practical Training

Donor agencies showed in their questionnaire responses considerable divergence of opinion about the merits of practical training, defined as a "hands-on" experience offered upon completion of a degree or course of study.

Some programs are entirely academic, with practical training only an occasional option; in others, the program itself consists of practical training (as in the short-term training programs). Only one to ten percent of program participants take advantage of practical training. When they are reimbursed for the work, their program stipends are adjusted accordingly. The one significant exception is a program in agriculture, forestry, and fishery that involves 48 percent of the participants and makes no adjustment to the stipend.

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Whether practical training is essential or inappropriate to a program is generally determined by the age and status of the participants. Developing countries favor practical training for their students, and donor agencies consider practical training a desirable part of programs leading to the bachelor's degree. Some encourage participants to seek their own practical training opportunities, while others provide funds or include internships in the basic study program.

Practical training requires additional program time; some agencies will provide for this, but with the understanding that the student must return home upon termination of the program. Practical training can also be provided when professors from the host country accompany their returning students to help them apply newly acquired knowledge in their home countries.

Practical training is often not considered a necessary part of programs involving more senior participants. Master's or doctoral candidates will in many cases have had some experience as teaching or research assistants. Programs exist that offer returning doctoral graduates practical training in management skills, but agencies noted that postdoctoral "practical training" in the host country may easily lead to an offer of permanent employment and consequent loss to the home country. Midcareer participants holding positions to which they must return without delay will generally find practical training both unnecessary and untimely.

Short-term training programs, by definition a type of practical training, do not in most cases allow for any additional "hands-on" experience. Most are part of an overall national training or educational project involving a number of participants over a period of several years. As participants return home, others will take their place; any alteration of schedule resulting from additional practical training would be both disruptive and expensive, and is strongly discouraged.

"Short-term training programs, by definition a type of practical training, do not in most cases allow for any additional 'hands-on' experience."

The book *Needs of Foreign Students from Developing Nations at U.S. Colleges and Universities*, by Mokoto Y. Lee, with Mokhtar Abd-Ella and Linda A. Burks (NAFSA, 1981), reported practical training to be the least satisfied need among its subject group, and discussants questioned how much the situation has changed since that time. The NAFSA publication *Principles for Practical Training Experiences for Foreign Students* offers some basic information about practical training programs. Agencies agreed that much more needs to be known about the integration of knowledge by means of practical training, and that this topic should be on the agenda for further study.

Reentry Programs

Questionnaire responses indicated that donor agencies provide reorientation as needed to assist participants readjust to life in the home country; several reported that they continue to monitor participants' progress after the return home. Only a few agencies actually consider reentry programs necessary, since most participants are returning to employment or assignments that were integral to the training or educational program. While many publications exist on the subject of orientation, little has been written about reentry programs. Several that do (all published by NAFSA) are *Professional Integration: A Guide for Students from the Developing World* (1983), edited by Mary Ann Hood and Kevin J. Schieffer; *Going Home: A Workbook for Reentry and Professional Integration* (1987), by Martha Denney; *Helping Them Home: A Guide for Leaders of Professional Integration and Reentry Workshops* (1988), by Margaret D. Pusch and Nessa Loewenthal; *Reentry Transition Seminars—Report on the Wingspread Colloquium* (1974), by Harriet L. Marsh; and the video "Professional Integration: For a Smooth Passage Home" (1986).

"Only a few agencies actually consider reentry programs necessary."

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THE FUTURE

Changes and Trends

In the questionnaire, donor agencies were asked if they had observed any recent changes in the composition of their participant groups and whether they anticipated any significant changes in their programs. Several agencies noted increases in the number of students from China, the Far East, and, to a lesser extent, Africa, as well as a general increase in the number of women participants. Students in undergraduate programs have tended to be somewhat older. More undergraduate, short-term, and third-country programs were reported, with greater emphasis on the study of resource economics and resource management. (One agency noted that it is now specializing solely in engineering and computer science.) Finally, agencies noted that it now takes longer to complete academic degree programs.

"More undergraduate, short-term, and third-country programs were reported."

A third of the agencies could foresee no changes in their programs. Anticipated changes that were reported depended to a large extent on the particular goals of the donor agency and on the continuing availability of adequate funding. Changes included a greater emphasis on private-sector training, with a focus on the economically and socially disadvantaged; an increase in short-term programs; a move towards greater diversity, with an increase in practical training; changes in field of study, with an emphasis on agriculture and the social sciences; and a continuing increase in the number of women participants.

Development Education

Because of budgetary constraints, training tends to be limited to a specific goal in a particular discipline. The instruction provided in this way is assumed to result in national development, and evidence exists to support the assumption. Recent research and writing, however, suggest other dimensions of development education that go beyond specific training. Practical training and enrichment programs are examples. One current practical application of development education focuses on the education that U.S. students obtain about the rest of the world. (See *The CASID Connection,* a newsletter published by the Center for the Advanced Study of International Development, Michigan State University, Jan/Feb/March 1989.) Two very instructive publications frequently referred to in the workshop are *What Is in the Name? Development Education from the Perspective of the Elephant,* Josef Mestenhauser, University of Minnesota, 1989, and *New Challenges and Opportunities—U.S. Cooperation for International Growth and Development in the 1990s,* Ralph Smuckler and others, Michigan State University, 1988.

"Recent research and writing... suggest other dimensions of development education that go beyond specific training."

Development education generally involves concepts of *autonomy,* the idea that people have the ability to master their own environment; *solidarity,* an implicit interdependence, the interconnection of issues and people; and *participation,* the involvement of people themselves in overcoming problems. Other concepts not yet universally accepted include *compassion,* a concern for the less fortunate (which is criticized as not representing reality); *enlightened self-interest,* including collaboration and cooperation with people from developing countries (criticized as being elitist and favoring the status quo); and *empowerment,* the idea that people must change the structure of society to resolve the problem between the rich and poor (criticized as too confrontational).

Two approaches have been proposed to implement development education. The first, termed simply development education, would strengthen the educational institutions within the developing countries. The second, known as education for development, focuses on educating international students so that they may return home as agents of change.

Discussion at the workshop cited various model programs and raised a number of questions underlining the complexity of the development training process. Some examples illustrated what can be done within the limits of existing budgetary constraints to broaden educational programs and include the development concept:

- To offset the narrow specialization of the doctoral program, students from different fields are led to look at broader issues and see their specialized function in this larger context.

- A program has been developed to link professional degrees with international studies by offering a dual, two-year master's degree leading to an M.B.A. and an M.A. from a school of arts and sciences. The program, which includes both United States and international students, is conducted in the United States and in the countries on which the study is focused. It emphasizes language study, social sciences, and humanities.

- A combined program offers two fellowships for U.S. students to do field work in Latin America on grassroots development and one for Latin Americans engaged in small-scale development activities to come to the United States for training, mostly in universities having "development" approaches to international studies. As part of their educational experience, the foreign students are encouraged to become involved in the academic community and the local community. Current observations indicate that this reciprocal approach has been very successful.

Discussion on how greater relevance could be achieved covered a wide range of practical and theoretical issues. One key factor is the amount of instruction that can be provided in the home country. Some programs arrange for research to be done in the participants' home countries, but the cost of sending a professor from the United States to supervise this activity—estimated as the equivalent of one year's full training for another participant—is generally considered prohibitive. Furthermore, the relative value of this particular approach was questioned. In some programs, participants conduct their research in the home country through supervision provided by an authority such as a ministry or the USAID mission. Such programs are reportedly quite successful. It was also noted that students who have done their basic research at home before completing their studies in the United States are much more ready to return home.

Personal relationships are an important factor in providing relevant education. The professor who through personal experience is familiar with the student's local or regional environment can be very effective in developing a relevant curriculum, and continuing contact between the professor and a former student can enhance and update the relevancy of the knowledge acquired during study in the United States. U.S. students who are familiar with a particular country can be paired with students from that country in a joint research project with similar benefit. These individual relationships contribute to the internationalization of the institution, and may culminate in enduring international linkages among institutions.

"The professor who through personal experience is familiar with the student's local or regional environment can be very effective in developing a relevant curriculum."

The A.I.D. library contains some 250 studies produced over the last 25 years that attempt to determine the impact of development training programs. They provide little consensus on the relative effectiveness of different programs. While basic faith exists that education itself is good for development, little has been done to identify the special benefit of any particular approach. Much more needs to be known about programs in different countries and different disciplines before anyone can determine the best way to provide development training.

Discussants noted that decisions must be made whether attention should be directed to solving crises in individual countries or concentrated on finding solutions to global issues. A major university that recently reviewed its area-study centers and issue-oriented centers has endorsed an interrelationship between the two, thus suggesting that development programs will be needed at both levels.

Along with this academic emphasis, more attention must be paid to short-term training programs: in the last analysis, development needs participants who have been trained to do specific tasks. Research and the provision of educational programs that are in accord with cultural needs and patterns are necessary, but do not, it was felt, provide the whole answer. Implementing development plans also requires a sensitivity to the perceived needs and aspirations of those in the developing countries who are most familiar with their own problems, and a collaborative effort that gives them a role in finding the solutions to their needs.

"In the last analysis, development needs participants who have been trained to do specific tasks."

Development training, discussants agreed, is a topic that merits fuller discussion in future meetings.

A.I.D. Participant Training

The report on trends in A.I.D. participant training is derived from the records of the U.S. foreign assistance program that for almost 50 years has been responsible for the training of more than 250,000 persons in the United States and other countries. It is a story of expansion and contraction, diversification, and delegation resulting in today's collaborative and decentralized operations.

Statistics graphically describe the growth and development of participant training, which began even before the Marshall Plan when the Institute of Interamerican Affairs initiated the first technical assistance program for Latin America in 1942. By 1944, 114 persons had been trained in this program. Training activities continued to grow in greater or lesser numbers over the next 40 years. In 1985, when A.I.D. had 12,542 participants in training in the United States, the A.I.D. administrator called for an immediate expansion of the agency's training program. By 1988, 17,891 persons were participating in U.S. training programs. The current plan is to maintain the 18,000 level, with an eventual target of 20,000.

While seeking to increase the number of participants, A.I.D. also seeks to keep abreast of changing needs and opportunities. Thus, the number of women participants has risen dramatically from 17 percent in 1979 to 25 percent in 1988, a percentage that will continue to increase. Also, more training is being conducted in third countries, a practice that will expand. In FY 1988, some 6,000 participants were trained in this manner. This diffusion of

the training activity on a multinational basis is seen, too, in the decentralization of the program's administration. Some 300 contractors, many working directly with USAID missions and bureaus, are now responsible for the operation of two-thirds of the programs.

Twenty percent of the training participants come from Asia, 21 percent from the Near East, 40 percent from Latin America and the Caribbean area, and 19 percent from Africa. The majority of the programs are distributed among four major subject areas: 26 percent in agriculture, 23 percent in industry/energy, 21 percent in public administration, and 11 percent in health and family planning. Another 9 percent are in education, with the remainder occurring in a number of fields of study (such as labor and community development). This pattern of priorities, which has remained fairly constant for the past decade, is not expected to change in the immediate future.

A.I.D. training continues to be fairly equally divided between technical (non-degree) programs and academic programs. Undergraduate programs, which include both those leading to a bachelor's degree and those leading to an associate degree, continue to increase, particularly for Latin American and African participants. Doctoral programs remain roughly at the same level, but there has been a decrease in programs leading to a master's degree.

As the regional bureaus have become increasingly active, they have developed a number of strategies to increase the effectiveness of their educational and training programs. The Development Fund for Africa was established in 1986 to provide a more flexible funding system; a new Human Resource Development Assistance Project will provide 50 per cent of its training in third countries and will include women as 35 percent of its participants. The Caribbean and Latin American Scholarship Program is primarily a one-year, non-degree program to train leaders and potential leaders; it has a projected participation of 40 percent women. The Advanced

"As the regional bureaus have become increasingly active, they have developed a number of strategies to increase the effectiveness of their educational and training programs."

Development Countries Project is focused on four countries—Brazil, Chile, Mexico, and Paraguay—that have reached a point of what might be called self-assisted development. This seven-year program will promote social and economic change and expose the participants to U.S. democratic goals, economic development, and private sector technology.

"Current trends in A.I.D.'s participant training may be described as multifaceted."

Current trends in A.I.D.'s participant training may be described as multifaceted. They include costcutting in order to encompass the maximum number of participants, better selection of participants, improved placement of participants, pioneering efforts to reach new sections of A.I.D.-assisted countries, and a greater involvement of the private sector.

A comprehensive report on the work of A.I.D. entitled *Development and the National Interest: U.S. Economic Assistance into the 21st Century* (A.I.D., 1989) describes its goals and evaluates the successes and failures of the U.S. contribution to global development. It illuminates the background against which the Office of International Training carries out its work.

PARTICIPANT ASSESSMENT

Evaluation sheets completed at the end of the day's program revealed the participants had found the workshop to be "worthwhile" (the adjective most commonly used to describe the meeting). Perceived benefits included the information received, the exchange of ideas, and the opportunity to make new contacts. Those present endorsed the idea of holding similar meetings in the future, preferably on an annual basis. Some suggested forming subgroups for continuing study of special issues. Participants also sought some followup procedure whereby they could receive current information on some of the subjects discussed. Participants thought future sessions could be more oriented to issues to allow for fuller examination of topics and give a greater focus to the discussions. A more limited agenda

"Those present endorsed the idea of holding similar meetings in the future, preferably on an annual basis."

for future meetings would provide more time to discuss each item; a two-day workshop with small subgroups could give special attention to matters of more narrow interest.

Members of the workshop identified a number of items requiring further attention:

Programs

- followup training through in-country workshops or refresher courses in the United States, particularly to alleviate the sense of isolation participants experience upon returning home
- further evaluation of the cost-effectiveness of in-country training
- comparative study of U.S.-based versus third-country training regarding cost-effectiveness, relevance, appropriate materials, and possibilities for developing international networks
- comparison of undergraduate programs in the United States and in home-country regions
- an examination of the special needs of developing countries for English language training, especially where language constitutes the primary obstacle to development training; identify sources of special assistance (both public and private) to meet this need
- increased attention to program evaluation
- examination of the requirement of more time to complete academic degree programs

"Increased attention to program evaluation is needed."

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- assessment of the extent to which development of home-country institutions may generate the need for more specialized, highly expensive research projects in host countries

Practical Training

- management training for advanced level participants and doctoral candidates and preparation for their change from a relaxed academic environment to the rigor of forced-pace development
- practical training where necessary for participants from developing countries to offset prior colonial influence to facilitate adjustment to other industrial management systems and employment patterns and procedures

- increased attention to finding host-country employment and ensuring that such employment be temporary

- further study of the selection of students and employers to achieve optimal linkage

- orientation of employers to the goals of practical training (identifying model programs in the field)

Enrichment

- examination of enrichment programs to determine which are the most effective and financially feasible

- attention to the problems of *reserved students* (restricted by dietary laws, inhibited by inadequate English, living together in groups) who do not respond to enrichment programs or otherwise participate in campus and community activities

Reentry

- special preparation for the leadership roles that students will be required to assume upon their return home

- identification of model reentry programs, determining whether home-country consultants or U.S. facilitators should conduct these programs

Administration

- examine the feasibility of contracting out program administration in order to free staff from bureaucratic concerns and regulations and allow more time for program initiative

- further study of how to provide full coverage for the health care needs of accompanying spouses and families

- further discussion of new tax regulations as they become established

Immigration

- discussion of the interpretation of the J-1 as made by donor agencies, universities, and government agencies

- enforcement of the two-year residency requirement, examining the problem of participants who, by staying on under new sponsorship without appropriate transfer, cause the original sponsor to lose its investment

Communication

- more understanding by foreign student advisers and others on campus of the specific goals of donor agencies

- more discussion between donors and the agencies that administer sponsored programs concerning costs, taxes, and the sharing of resources

- coordinating the efforts of all who are concerned with participant training programs (administrators, educators, and community) to benefit both the host and the home countries

"More understanding [is needed] by foreign student advisers and others on campus of the specific goals of donor agencies."

WORKSHOP PARTICIPANTS

Dorothy Anderson
Director, African Human Resource
Development Program
Institute of International Education
809 United Nations Plaza
New York, NY 10017

Jenny Ball
Assistant Manager, Individual Grants
Ford Foundation
320 East 43rd St.
New York, NY 10017

Nancy J. Berinstein
Training Officer, Health Manpower
Development Program
World Health Organization/Pan American
Health Organization
525 23rd St., NW
Washington, DC 20037

Surbhi Bhatt
Program Associate
Winrock International
1611 N. Kent St., Ste. 600
Arlington, VA 22209

Rafic Bizri
Director, Hariri Foundation
1020 19th St., NW
Washington, DC 20036

Joseph Bookmyer
Manager, Fellowship Office
Rockefeller Foundation
1133 Avenue of the Americas
New York, NY 10036

Jonathan Boright
Director, International Programs
National Science Foundation
1800 G St., NW
Washington, DC 20550

Jane F. Carey
Training Officer
World Health Organization/Pan American Health Organization
525 23rd St., NW
Washington, DC 20037

Tom Carroll
Director, Center for the Advanced Study of International Development
Michigan State University
306 Berkeley Hall
East Lansing, MI 48824-1111

Jean Decker
Assistant Director, Washington Branch Office
International Labor Office
1750 New York Ave., NW
Washington, DC 20006

Martha Denney
Assistant Director, International Programs
Colorado State University
314 Aylesworth Hall
Fort Collins, CO 80523

Lois M. Hobson
Director, South African Career Development Internship Program
Africare
440 R St., NW
Washington, DC 20001

Susan Karp
Assistant Director, Corporate and Foundation Programs
Institute of International Education
809 United Nations Plaza
New York, NY 10017

Dorothy LaGuardia
Senior Vice President
AMIDEAST
1100 17th St., NW
Washington, DC 20036

Naomi Linnell
Assistant Director, Colleges and Universities
Co-Director, Higher Education in Namibia
Evangelical Lutheran Church in America
8765 W. Higgins Rd.
Chicago, IL 60631

Lisa Martin
International Training Coordinator
U.S. Geological Survey
12201 Sunrise Valley Dr.
Reston, VA 22092

Robert Mashburn
Director, International Institute for Development
The Graduate School, U.S. Department of Agriculture
600 Maryland Ave., SW, Room 134
Washington, DC 20024

Josef Mestenhauser
Professor and Director, Office of International Education
University of Minnesota
149 Nicholson Hall
216 Pillsbury Dr.
Minneapolis, MN 55455

Washington Monge
Senior Specialist, Scholarships, Loans, and Training
Organization of American States
17th St. and Constitution Ave., NW
Washington, DC 20066-4499

Heather Monroe
Deputy Director
African-American Institute
833 United Nations Plaza
New York, NY 10017

Ralph Otto
Director, International Training
U.S. Department of Agriculture
Auditor's Building
14th St. and Independence Ave., SW
Washington, DC 20250

Francoise Perrot
Fellowships Assistant, Africa Region
World Bank, AFTPS
Room J8202
1818 H St., NW
Washington, DC 20433

Norman Peterson
Executive Secretary
Liaison Group for International Educational Exchange
1825 I St., NW, Ste. 475
Washington, DC 20036

Noelle Pineau
Chief, Fellowships Unit
United Nations Development Programme
UNDP-Office of Project Services
304 E. 45th St.
New York, NY 10017

Mantana Piyamada
Education Counselor
Embassy of Thailand
1906 23rd St., NW
Washington, DC 20008

Nancy Searles
Special Assistant, Office of Academic Programs
United States Information Agency
301 4th St., SW
Washington, DC 20547

William H. Smart
Associate Director, Office of International Education
Oregon State University
Corvallis, OR 97331

Mpho Tutu
Director, The Bishop Desmond Tutu South Africa Refugee
Scholarship Fund
Phelps-Stokes Fund
10 East 87th St.
New York, NY 10028

Elizabeth Veatch
Assistant Director, Office of Fellowships and Grants
Smithsonian Institution
955 L'Enfant Plaza, Ste. 7300
Washington, DC 20560

James Whitehead
Adviser, Saudi Academic Unit
Aramco Services Co.
P.O. Box 53211
Houston, TX 77052-3211

Floyd Williams
Program Officer, Winrock International
1611 N. Kent St., Ste. 600
Arlington, VA 22209-2134

Valerie Woolston
Director, Office of International Educational Services
University of Maryland
2113 Skinner Building
College Park, MD 20742

HJ. Abdul Rahman Yeop
Director, Malaysian Students Department
Embassy of Malaysia
1900 24th St., NW
Washington, DC 20008

Representatives from the National Association for Foreign Student Affairs (NAFSA)
1860 19th St., NW
Washington, DC 20009

Barbara Boczek
Program Assistant
NAFSA/A.I.D. Program

Colin Davies
Staff Director
NAFSA/A.I.D. Program

Hugh M. Jenkins
Former Executive Vice President

John F. Reichard
Executive Vice President

Kevin Schieffer
Executive Consultant for Planning

Representatives from the Office of International Training
Agency for International Development
Room 210, SA-16
Washington, DC 20523-1601

John Batelle
Contract Liaison Officer

Alfred Bisset
Director

David Esch
Field Training Officer

Yvonne Hunt
Counselor

Joyce Kaiser
Assistant Director
Participant Programming Division

Judy McKeever
Assistant Director
Resources and Support

Gene Peuse
Training Coordinator, AFR/TR

Dan Terrell
Assistant Director
Program Evaluation and Technical Assistance

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National Association for
Foreign Student Affairs
1860 19th Street, NW
Washington, DC 20009
(202) 462-4811

The National Association for Foreign Student Affairs (NAFSA) is a nonprofit membership association that provides training, information, and other educational services to professionals in the field of international educational exchange. Its 6,100 members—from every state in the United States and more than 50 other countries—make it the largest professional membership association in the world concerned with the advancement of effective international educational exchange. Members represent primarily colleges and universities but also elementary and secondary schools, public and private educational associations, exchange organizations, national and international corporations and foundations, and community organizations. Through its publications, workshops, consultations with institutions, and conferences, the association serves as a source of professional training, a reference for standards of performance, and an advocate for the most effective operation of international educational exchange.